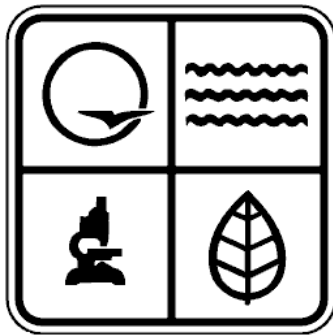


Preservation Horizons 2004

A Plan for Historic Preservation in Missouri



**Missouri Department of Natural Resources
Outreach and Assistance Center
State Historic Preservation Office**

Preservation Horizons 2004

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PRESERVATION HORIZONS 2004

A Plan for Historic Preservation in Missouri

INTRODUCTION

Preservation of Missouri's heritage has been a concern of Missourians since the state was formed. As early as the 1840s, citizens spoke out against the destruction of the historic Auguste Chouteau Mansion in St. Louis. With the Missouri Centennial Statehood Celebration of 1921, interest in preserving the state's heritage was renewed. However, it was not until the passage of the National Historic Preservation Act of 1966 that the preservation movement came of age in Missouri, and nationally.

The 1966 law set up a framework of funding and support for state historic preservation offices throughout the country and encouraged states to establish ongoing programs to foster identification, evaluation, registration and protection of cultural resources of national, state and local significance. Missouri was one of the first states in the nation to take advantage of this program, receiving federal approval for the formation of a State Historic Preservation Office in 1968.

Since 1968, preservation activities in Missouri have increased dramatically. The state has been able to assist in that effort by providing programs, federal grant funds and technical assistance to Missouri citizens. However, the efforts of the state have been exceeded by the efforts of the Missouri preservation community -- organizations, local governments and individuals that have strengthened and shaped the statewide preservation movement.

The success of this preservation partnership is evidenced throughout Missouri by the number of properties placed in the National Register of Historic Places, the number of buildings that have been rehabilitated, and the growing number of tourists that seek out historic sites. However, despite laudable successes, preservationists face many challenges in the 21st century, including expanding popular support for preservation, increasing the number of historic properties, cultural landscapes and archaeological resources assured protection, and seeking creative means to fund preservation activities. To meet these challenges, preservationists need to expand and strengthen partnerships and work together to achieve common preservation goals. This plan is written to identify and articulate the dreams of Missourians for the future historic preservation in our state.

VISION

This plan is designed to guide preservation efforts in Missouri over the next five years. The summary of several months of intensive and wide-ranging public debate on statewide needs and issues, this is a framework for statewide preservation efforts rather than a series of specific steps.

A Vision For The Future Of Preservation In Missouri

Missouri will be a state that progresses and prospers while preserving and respecting its unique heritage. Citizens of all ages will appreciate the unique and fragile nature of Missouri's historic places and archaeological resources. Preservation will be widely recognized as a major contributor to tourism, economic development and quality of life. Government officials at all levels and private-sector leaders will include preservation concerns as they make decisions about Missouri's future. Missouri's diverse constituencies will work together as partners in a statewide preservation movement, creating an effective and vocal constituency. A high level of services will be provided by the preservation community to assist the citizens of Missouri in accomplishing preservation goals throughout the state.

The plan recognizes that no single agency can chart a unilateral course for historic preservation in Missouri. It provides a framework to guide future action. It will only bring success if the players in the preservation community recognize their responsibility to take cooperative steps to achieve common goals.

THE PLANNING PROCESS

Background

Each state historic preservation office is responsible for preparing a state preservation plan. Missouri's first plan was completed in 1970; a shorter, popular version, Foundations from the Past, was published in 1971 and reprinted with revisions in 1974. National Park Service guidance and requirements for state preservation planning have changed considerably since that time; this plan reflects the current emphasis on strategic planning and enhanced public participation.

Beginning in 1995, Missouri's State Historic Preservation Office (SHPO) conducted a multi-layered planning process designed to draft a plan to meet the unique needs of the Missouri preservation community. This process was conducted by SHPO under the Missouri Department of Natural Resources (MDNR) with the support of the Missouri Advisory Council on Historic Preservation, the Missouri Alliance for Historic Preservation, the Midwest Regional Office of the National Trust for Historic Preservation and the public. The University of Missouri St. Louis' Nonprofit Management and Leadership Program guided the process, carrying out interviews and surveys, facilitating meetings and providing general advice and assistance. The result of this process was the 1997 edition, Preservation Horizons.

Public Participation

In February 2002, the Department of Natural Resources' Outreach and Assistance Office (OAC), SHPO and the Missouri Advisory Council on Historic Preservation agreed that, while many of the specific objectives of the 1997 plan had been met, its broad framework of vision and goals have retained their relevance. Missouri still faces the challenges of increasing awareness and attracting a broader audience, gaining more support from public officials and forming effective partnerships with traditional and non-traditional players.

From the outset, it was essential that the process of revising Preservation Horizons include broad public representation. In order to update the 1997 plan and make revisions that would accurately reflect the current concerns, aspirations and recommendations of preservationists in all parts of the state, SHPO staff once again set about collecting data through a multi-layered process of interviews, surveys and public meetings.

Personal interviews were held with preservation professionals and leaders in the fields of development, archaeology, economic development, planning and academia. At the same time, a survey was mailed to more than 300 private citizens who are active in Missouri's preservation community or related areas. Four public meetings were held at strategic locations throughout the state: University City, Cape Girardeau, St. Joseph and Springfield. The meetings were announced through press releases and more than 5,000 individually mailed invitations. Meeting attendance ranged from 30 to 50. In addition, Missouri's non-profit statewide preservation organization, Missouri Preservation, devoted a session at its annual meeting to a discussion of

goals that could be included in the revised plan. Historic preservation students at Southeast Missouri State University held a workshop that underscored the need for rural outreach, local volunteer partnerships and more effective plan implementation.

The following are identified as the most critical issues facing preservation in Missouri:

- Public Awareness and Education
- Economic Development
- Incentives and Funding
- Identification, Evaluation and Protection of Historic Resources
- Partnership and Cooperation
- Preservation in Policies and Planning
- Delivery of Service

Critical Issues

- **Public Awareness and Education**

Lack of awareness of the value of historic and archaeological resources is Missouri's most critical preservation issue. Missouri has a rich history that is reflected in a wide range of surviving resources, yet the public does not fully appreciate the importance or value of these resources. Efforts to include basic preservation education in Missouri schools have begun but need additional emphasis and support. Technical training is needed to guide craftspersons and owners of historic properties on appropriate preservation techniques. Public officials need to be made aware of the benefits of preservation.

- **Economic Development**

The recent study by Rutgers University's Center for Urban Policy Research¹ is an important step toward statistical documentation of the economic benefits of historic preservation in Missouri. It shows that from restoration to heritage tourism, preservation is a powerful and significant industry, producing revenue and employment at both the state and local levels. Statistics on economic benefit need to be expanded and distributed to key decision makers, preservation advocates and the general public. Even though tourism is a major industry within the state, there has been little formal effort to capitalize on heritage tourism. Communication between state agencies dealing with economic development and historic preservation needs to be improved. Decision makers who have a major impact on preservation (e.g. bankers, realtors, community development officials) need to be educated about the benefits of preservation in their communities.

Listoken, David, Mike L. Lahr & Kevin St. Martin. Economic Impacts of Historic Preservation in Missouri. Center for Urban Policy Research; Rutgers, the State University of New Jersey; for Missouri Department of Natural Resources, Outreach and Assistance Center, State Historic Preservation Office, 2001.

- **Incentives and Funding**

Financial incentives often make the difference between an economically feasible rehabilitation project and demolition or new construction. In 1998, Missouri instituted one of the most effective incentives for rehabilitation in the nation, the State Historic Preservation Tax Credit. It helps homeowners preserve their properties and encourages the rehabilitation of derelict historic structures. Aggressive advocacy is needed to ensure that it remains in effect and is properly promoted to provide people interested in rehabilitating historic properties with information on how to determine economic feasibility, estimate costs, and obtain financing.

Funding for the State Historic Preservation Office and its services varies as economic conditions change. With the possibility of reduced federal funding and cutbacks in the state budget, alternative sources for SHPO funding must be identified.

- **Identification, Evaluation and Protection of Historic Resources**

Nationwide, preservation has broadened from a focus on individual landmarks to preserving entire districts and saving landscapes. Missouri needs to significantly increase the scope of its inventory of surveyed historic resources, especially in areas of rural and scenic landscapes, archaeological sites and historic transportation corridors. Buildings constructed in the mid-20th century, neighborhood districts and places that are significant to all ethnic and socioeconomic groups need to be recognized. Of special concern is the identification and protection of archaeological resources.

- **Partnerships and Cooperation**

Formal and informal avenues of interaction between local, state and federal agencies and the private sector must be developed. Public and private partnerships should maximize opportunities identified by the common goals of historic preservation and economic development. Support and assistance must be provided to local governments, and strong and effective relationships with members of the Missouri preservation network must be developed. If the preservation movement is to achieve legitimacy, it must expand its constituency, develop effective leadership and learn to speak with a unified voice.

- **Preservation in Policies and Planning**

With the SHPO located in the Department of Natural Resources, it is particularly important to reinforce the link between historic preservation and environmentally sound policies. Advocacy at the local level is needed to change inflexible building codes that often hinder or prevent the preservation of historic buildings and to ensure that preservation is a component in local economic development and housing programs. Efforts to protect identified historic and cultural resources must be encouraged and supported at all levels.

- **Delivery of Service**

Given the limited funds available for historic preservation in Missouri, preservation services must be delivered in the most effective manner possible. The rapidly changing face of technology is creating new challenges and opening new opportunities for service delivery. To meet increasing demands, preservationists must take advantage of technology to improve effectiveness and efficiency and to capitalize on widespread partnerships. Non-profit preservation organizations should expand their outreach, enhance their communication networks and increase the number and types of preservation services they can make available to Missouri's small towns and rural communities.

PRESERVATION IN MISSOURI

Historically referred to as the "Gateway to the West", Missouri has been a center of settlement, transition and development since prehistoric times. American Indians, fur traders, German immigrants and countless other groups and individuals who settled here left a unique mark on Missouri's history and landscape; their heritage is reflected in the wealth of prehistoric and historic archaeological sites, historic buildings and cultural traditions that remain throughout the state.

Since its inception in 1968, SHPO has carried out surveys to identify and evaluate the state's cultural resources. Most of those surveys have been funded through matching federal Historic Preservation Fund (HPF) grants to universities, local governments, regional planning commissions and other organizations. Each year SHPO develops funding priorities for the survey grants based on public input and an internal assessment of issues, needs and threats.

The goal of the State Historic Preservation Office's survey efforts is to identify and evaluate cultural resources across the entire state. To date, approximately 350,000 resources have been identified, including more than 7,000 prehistoric and historic archaeological sites. Many of the most significant properties and sites have been listed in the National Register of Historic Places. As of July 2003, Missouri has over 1,500 listings in the National Register, which represent approximately 20,327 buildings, structures, objects and sites, including 118 archaeological sites or districts.

Knowledge of the location and importance of the state's cultural resources is an essential first step in planning for their preservation and protection. Although formal contexts for statewide themes have not yet been developed, National Register areas of significance provide the broad contextual basis for resource identification and evaluation. Within these general areas of significance, specific themes such as agriculture, ethnic heritage, transportation and women's history have, in the past, served as priorities in awarding Historic Preservation Fund (HPF) grants for local surveys.

Aside from areas identified as special priorities, previous HPF grant projects have produced contexts that aid in the evaluation of other properties regionally and statewide. Examples include Carnegie libraries in Missouri, antebellum resources in the Little Dixie area, parks and parkways, recreation-related resources in the Ozarks, courthouse squares and German-American resources.

PARTNERS IN PRESERVATION

A wide variety of governmental agencies, municipalities and private organizations are key stakeholders in the preservation of Missouri's resources. Listed is a description of these stakeholders.

Governmental Agencies--Federal

The federal government has a major presence in Missouri. Federal agencies own land, operate facilities, administer programs and issue permits and licenses. All of these activities have the potential to affect historic properties and are subject to the provisions of Sections 106 and 110 of the National Historic Preservation Act.

The **U.S. Forest Service** (UFS) is a major landowner, holding title to more than 2 million acres in the Mark Twain National Forest. The **National Park Service** (NPS) manages six sites in Missouri; George Washington Carver National Monument, Harry S Truman National Historic Site, Jefferson National Expansion Memorial, Ozark National Scenic Riverways, Ulysses S. Grant National Historic Site, and Wilson's Creek National Battlefield. The **Department of Defense** (DOD) operates a number of facilities in Missouri, such as Fort Leonard Wood (Army), Whitman Air Force Base and Jefferson Barracks (Air Force).

The **U.S. Army Corps of Engineers** (COE) is active in land development and in issuing permits for waterway and wetland development. The **National Resources Conservation Service** (NRCS) provides technical assistance on soil conservation to landowners. The **U.S. Department of Housing and Urban Development** (HUD) administers a number of programs that affect historic properties in urban areas. The **General Services Administration** (GSA) oversees the use and disposition of federally owned buildings in Missouri.

Governmental Agencies--State

State government is also a major player. Like the federal government, the state owns land, operates facilities and administers programs. However, there is no state law that provides for review of state actions that might affect cultural resources.

The **Missouri Department of Conservation** (MDC) is a major landowner, managing approximately 750,000 acres of wetlands, grasslands and forest.

The **Department of Economic Development** (DED) administers several programs that affect historic properties. Federal Community Development Block Grant funds are made available by DED to non-urban communities through the state. These grants have the potential to affect historic and archaeological resources and are reviewed under Section 106 of the National Historic Preservation Act. Under the state's Neighborhood Assistance Program, DED provides state tax credits for certain community investment activities, which can include historic

preservation. In partnership with SHPO, DED administers the State Historic Preservation Tax Credit and the Missouri Main Street Program which serves the downtown business districts of small towns throughout the state. DED's Division of Tourism promotes Missouri's tourism destinations and is involved in developing a cultural tourism plan that will highlight Missouri's historic places.

The **Missouri Department of Transportation** (MoDOT) administers programs that have a major impact on cultural resources. Most of MoDOT's road building activities are supported by federal funding and thus subject to review under Section 106 of the National Historic Preservation Act. Under the Transportation Equity Act for the 21st Century (TEA-21), MoDOT also administers federal funds under a program known as the Federal Transportation Enhancement Program, designed to assist in the maintenance of structures and sites related to transit activity.

The **Department of Public Safety** houses the Missouri National Guard and operates and maintains a number of historic buildings and armories.

The **Office of Administration** (OA) is responsible for work on state-owned buildings and sites. Among these sites are the historic buildings that make up the Capitol Complex of buildings in Jefferson City, as well as such significant buildings as Louis Sullivan's Wainwright Building in St. Louis which now houses state offices. OA is also involved in leasing property for state use and, in accordance with a gubernatorial order, now gives preference in awarding leases to properties located in downtown areas and in historic buildings.

The **Department of Natural Resources** (DNR) houses both the State Historic Preservation Office and the Division of State Parks (DSP). DSP plays a major role in cultural resource stewardship; the division operates 34 historic sites. Many of the 49 parks under its management also contain historic structures and archaeological sites, some of which are listed on the National Register of Historic Places.

The State Historic Preservation Office

The National Historic Preservation Act of 1966 (16 USC 470 et. seq.) directs each state to designate a state agency or office to carry out the responsibilities of the Act. The Missouri State Historic Preservation Office (SHPO) is located within the Outreach and Assistance Center of the Department of Natural Resources. State law (RSMo 253.408) designates the department director as state historic preservation officer and the director of the SHPO as deputy state historic preservation officer. SHPO carries out a broad range of activities to encourage identification, evaluation, registration and protection of Missouri's cultural resources. Activities and programs of the SHPO include the following:

- **National Register of Historic Places**

The National Register of Historic Places is the federal listing of properties throughout the country considered worthy of recognition and protection. In Missouri, nominations are reviewed by SHPO staff and submitted to the Missouri Advisory Council on Historic Preservation for approval. If approved, nominations are forwarded to the Keeper of the National Register in Washington, D.C. for final review and official listing.

- **The Missouri Cultural Resource Inventory**

Information on Missouri's cultural resources is housed in the Missouri Cultural Resource Inventory System (CRIS), a comprehensive collection of data and information that assists in the daily administration of all SHPO programs. The inventory is accessible to the public and used regularly by state and federal agencies, local governments, private organizations, architectural and archaeological consultants, and the general public. Computerization of the inventory is underway to provide more efficient management of this continuously expanding database. The Geographic Information System (GIS) enables large amounts of resource information to be stored in the form of maps, charts and tables.

- **Environmental Review**

Section 106 of the National Historic Preservation Act directs federal agencies and their designees to consider the impact of their undertakings on cultural resources. SHPO reviews federally funded or assisted projects and comments on the national register eligibility of cultural resources. Where significant resources are present, the program evaluates the impact of the projects on the eligible resources and recommends alternatives where necessary to protect the resources or negotiate appropriate mitigation.

- **Rehabilitation Tax Incentives**

Since 1976, federal law has provided tax incentives for historic preservation. A 20 percent federal investment tax credit is currently available for the approved rehabilitation of certified historic structures for income-producing use. In 1997, the State of Missouri enacted a companion state rehabilitation tax credit amounting to 25 percent of qualified rehabilitation expenses. The state credit is administered by the Department of Economic Development. It can be used for income-producing property as well as an owner's personal residence. SHPO staff works actively with property owners, developers and architects to verify that properties meet the eligibility criteria of the program and that the work conforms to the Secretary of the Interior's Standards for Rehabilitation.

- **Public Awareness and Education**

SHPO provides a number of products and services designed to promote public awareness of preservation. Information and news about SHPO activities is regularly presented on the Department's Web pages. SHPO has helped to sponsor and fund public education activities such as: Missouri Archaeology Month, cosponsored with the Missouri Archaeological Society (MAS), the annual statewide preservation conference, co-sponsored with the Missouri Preservation, and the Midwest Organization for the Recognition and Recording of Ethnic Heritage (MORARE). SHPO also partnered with the Department of Elementary and Secondary Education (DESE) in the development of a heritage curriculum for middle-school students.

- **Historic Preservation Fund Grants**

SHPO makes a portion of its annual Historic Preservation Fund allocation available to local governments, organizations and citizens in the form of matching grants. Grants may generally be used for a variety of preservation projects including historic and archaeological surveys, national register nominations, preservation planning and restoration. Grant applications are made available in July and due in August.

- **The Main Street Program**

The Missouri Main Street Program, established by state law in 1988 (RSMo 251.470 et.seq.), promotes historic preservation as a tool for economic revitalization in small-town business districts. The Missouri Main Street Program is located under the Department of Economic Development, but design assistance and co-operative training for Main Street Program participants is provided by SHPO.

- **Historic Preservation Revolving Fund**

The Historic Preservation Revolving Fund (RSMo 243.400 et. seq.) allows SHPO to play a direct role in the preservation of endangered historic properties through acquisition, stabilization and sale to sympathetic purchasers. All sales are subject to preservation covenants, and sale proceeds are returned to the fund to assist in future preservation efforts.

- **Unmarked Human Burials**

Under the provisions of state law (RSMo 194.400 et.seq.) the SHPO responds to requests concerning the discovery of unmarked human burials in the course of archaeological excavations, construction work or other ground-disturbing activities. Office staff works with citizens to resolve potentially conflicting concerns among development, scientific research, and respectful treatment of identified burials.

- **Certified Local Governments**

The Missouri Certified Local Government (CLG) Program came into existence as a result of 1980 Congressional amendments to the National Historic Preservation Act of 1966. The CLG program is designed to expand the historic preservation network of the federal and state governments by creating a mechanism for participation of local governments. To date, 30 communities have received approval to participate in the Missouri CLG program. Participation in the Missouri CLG program requires that a community enact a historic preservation ordinance, appoint a preservation commission, conduct an ongoing survey and inventory of historic properties, and conduct public outreach and education activities. The SHPO is required to set aside 10 percent of its annual Historic Preservation Fund grant allocation for distribution to CLGs.

Two gubernatorially appointed commissions play a key role in advising the SHPO on preservation matters. These commissions are the **Missouri Advisory Council on Historic Preservation** and the **Unmarked Human Burials Consultation Committee**.

- The **Missouri Advisory Council on Historic Preservation** reviews the National Register of Historic Places nominations, reviews and provides advice on the state's Historic Preservation Plan, and provides guidance and advice to the State Historic Preservation Officer.
- The **Unmarked Human Burial Consultation Committee**, in consultation with the State Historic Preservation Officer, determines proper disposition of human remains; considers requests by professional archaeologists for extensions of research time; and considers requests for scientific dating of human remains.

Governmental Agencies--Local

Local governments play an increasingly important role. Under Missouri law, counties and municipalities can enact local preservation ordinances and establish preservation commissions. More than 50 communities have preservation ordinances and or commissions. Two counties have enacted preservation ordinances.

Private Organizations

A growing number of private organizations at the national, state and local levels are key partners in the preservation movement.

A non-profit organization with 200,000 members nationwide, the **National Trust for Historic Preservation** plays a leadership role in fostering appreciation and preservation of America's heritage. The trust's Midwest Region Office, which is located in Chicago, assists preservation

organizations in Missouri by providing field and advisory services, training, organizational planning and development, advocacy assistance and information.

Formed in 1976 as the Missouri Heritage Trust, **Missouri Preservation** (Missouri Alliance for Historic Preservation) is Missouri's statewide non-profit preservation organization. Missouri Preservation works to promote historic preservation statewide through membership meetings, a newsletter and sponsorship of an annual statewide preservation conference.

The **Missouri Archaeological Society** (MAS) was formed in 1934 for the purpose of preservation of antiquities and accumulation of scientific knowledge. The society publishes a newsletter, the Missouri Archaeological Society Quarterly, and a scholarly journal, The Missouri Archaeologist.

Active local preservation organizations flourish throughout the state, both in urban areas and small communities. Longstanding organizations such as the **Landmarks Association of St. Louis** and the **Historic Kansas City Foundation** serve the state's major urban areas. A variety of other private organizations have been formed throughout the state to serve smaller communities.

Historical Societies

Missouri has a large number of active historical societies. The **State Historical Society of Missouri** maintains large reference and newspaper libraries and a manuscript collection, provides a clearinghouse of information on county historical societies and publishes a journal, the Missouri Historical Review. The **Missouri Historical Society** in St. Louis, a major library and archive of information on St. Louis history, promotes appreciation of local history through publications on historic neighborhoods and communities. Its quarterly journal is Gateway Heritage. County historical or genealogical societies exist in most of Missouri's 114 counties.

Universities

Southeast Missouri State University in Cape Girardeau has offered an undergraduate degree in historic preservation since 1980; a graduate degree in history with an emphasis in historic preservation is now also offered. The **University of Missouri-Columbia** offers a number of preservation courses, primarily under the Department of Art and Archaeology. Anthropology and archaeology courses and, in some cases, advanced degrees are offered at **Washington University**, **Southwest Missouri State University**, the **University of Missouri-Columbia**, the **University of Missouri - St. Louis**, and **Central Methodist College**.

ACCOMPLISHMENTS SINCE 1997

Preservation Horizons 1997 served as an effective guide for both short-term activities and long-term goals and has resulted in many significant accomplishments.

- During a reorganization of the Department of Natural Resources, historic preservation was moved from being within the Division of State Parks to an office within the department's newly organized Outreach and Assistance Center (OAC). As part of OAC, the State Historic Preservation Office is better able to increase its visibility and partner with other programs promoting energy efficiency and environmental protection. The department's desire to assign preservation staff to department regional offices in St. Louis and Kansas City is further evidence of this commitment.
- Computer technology has brought dramatic changes to the way SHPO stores and accesses archival records and in its ability to share information and deliver services. Still being developed are a cultural resource inventory system (CRIS) for storing data and a state-of-the-art geographic information system (GIS) for mapping and analyzing maps, charts and tables. In addition, the department's Web site includes a SHPO page (www.dnr.mo.gov/shpo) with links to historic preservation resources nationwide.
- Throughout the state, successful historic preservation projects are being given greater recognition. In addition to local awards for enhanced historic properties, two statewide events now celebrate outstanding rehabilitation projects. Missouri Preservation stages an annual award ceremony in the state capitol building rotunda for outstanding commercial and residential rehabilitations, and the Missouri Department of Economic Development presents Excellence in Redevelopment Awards that spotlight downtown revitalization projects.
- Other accomplishments include a heritage curriculum that can be adapted to either primary or secondary classes and which is now being distributed throughout the state by the Department of Elementary and Secondary Education (DESE). SHPO support for Missouri Archaeology Week and the Archaeology Challenge has expanded awareness of the state's cultural resources.
- Reallocation of revenue from the state's income tax on out-of-state athletes and performers has the potential for a significant infusion of funding for the state historic preservation revolving fund.
- The position of Certified Local Government Coordinator was re-established in the SHPO. This has led to increased opportunities for training and networking for CLG staff and commissioners at an annual Commissioners Forum workshop and through scholarships to attend national CLG conferences.

- Under professional leadership, Missouri Preservation has reached new levels of effectiveness in advocacy and services.
- The government's deepening commitment to historic preservation is evidenced by a recent governor's executive order prioritizing older downtown buildings for locating state facilities.

Two key accomplishments since the publication of the 1997 plan deserve special recognition: the publication of the Rutgers study on the economic impact of historic preservation on Missouri's economy and the passage in 1998 of a state historic rehabilitation income tax credit.

- **The Rutgers Study**

In 2001, the Center for Urban Policy Research at Rutgers University conducted a detailed statewide analysis to assess the economic impacts of historic preservation in Missouri. The study examined four separate areas: the rehabilitation of historic buildings; heritage tourism; the Main Street Program, and the Historic Rehabilitation Tax Credit. Measures used by the study are the number of jobs created, income earned through wages, salaries and proprietor's income, the creation of wealth (value added) and the amount of tax revenue -- federal, state and local -- generated by preservation activity. Altogether, the study found that historic preservation boosts the state's economy by slightly more than \$1 billion annually.

Tourism is one of Missouri's top three industries and one of the fastest growing elements in the state's economy. According to the Rutgers study, heritage tourism spending in Missouri during 2001 amounted to \$660 million, spreading benefits throughout the state economy.

The Missouri Main Street Program attempts to spur revitalization by capitalizing on the unique character of downtowns coupled with progressive marketing and management techniques. The Rutgers study found that this program produced a net annual direct economic gain estimated at \$5.4 million and 270 new jobs.

The study has demonstrated that Missouri's historic preservation tax credits have done exactly what they were meant to do. They encourage the investment of private capital in an area broadly recognized as being in the public good. The study found that \$74 million in tax credits for the rehabilitation of historic buildings was matched by a private investment of \$295 million, which translated into 6,871 jobs, \$212 million in income, \$283 million in gross state product, \$249 million in in-state wealth and \$60 million in total taxes.

Finally, the Rutgers Study addressed the relative economic effects of historic preservation versus other activities. Side by side comparisons reveal that across all building and investment types, historic preservation compares favorably. Preservation is

a more effective "pump-primer" than new construction and has economic advantages over investments in such manufacturing sectors as chemical, aircraft machinery and electronic component production.

- **The Missouri Historic Preservation Tax Credit**

Financial incentives can often provide a catalyst for reversing downward economic spirals. In 1998, Missouri instituted the State Historic Preservation Tax Credit, a revolutionary stimulus for the rehabilitation of derelict and often vacant historic buildings. The Missouri tax credit allows the taxpayer a credit of 25 percent of the cost of the rehabilitation of both commercial and residential properties that meet historic requirements. These tax credits can be used in combination with other tax incentives, including federal rehabilitation tax credits, and low-interest loan programs. The project must follow the U.S. Secretary of the Interior's Standards for Rehabilitation and the work must be approved by SHPO.

During the first year the credit became available, only one tax credit project was completed; eight in the second year. By mid-2002, more than 700 property owners had applied for approval of tax credit projects and 205 historic buildings in more than 40 Missouri towns were returned to viable, productive roles in their communities. Completed projects claimed \$60 million in tax credits, reflecting a total investment in historic rehabilitation of more than \$300 million.

It should be noted that these tax credit projects are generally concentrated in areas with population densities, significant minority presence and lower household incomes. This suggests that the state credit promotes critical revitalization of the state's urban cores and that rehabilitation of existing building stock can serve to stabilize the urban area and work as a deterrent to suburban sprawl. At the same time, however, the tax credit is encouraging the preservation of historic buildings in Missouri's 30 Certified Local Governments, Main Street Program towns, and rural areas and communities striving to promote economic development through cultural tourism.

PRESERVATION HORIZONS 2004

A Plan for Historic Preservation in Missouri

Introduction

This 2004 edition of Preservation Horizons, like the plan it replaces, is a 5-year plan intended to guide Missouri's entire historic preservation community. This is not a plan for any single agency or organization. Rather it reflects a shared vision and sets out a blueprint for action that calls for cooperation and collaboration.

For those who already consider themselves part of the historic preservation community, this plan may inspire the development of partnerships to best meet its challenges and goals. Its objectives can be incorporated into community planning. Organizations may identify goals and strategies that they can adopt as part of their historic preservation planning. For those who may not yet recognize their role in historic preservation, this plan provides a foundation on which to develop a commitment to stewardship.

Implementation

This plan should be considered a work in progress. It outlines the goals for historic preservation in Missouri and recommends specific actions aimed at accomplishing each goal. The next revision process will begin in 2008; the first step needs to be an evaluation of this plan and an accounting of the progress that has been made toward meeting its goals. A then-current needs assessment should serve as the basis of the next 5-year preservation plan.

The success of this plan depends on the translation of its goals into specific actions. It is necessary to prioritize recommendations, establish a time frame for implementation completion, identify the parties expected to participate and indicate responsibility and source of funding. Participants in implementation of this plan will include local government officials, SHPO staff members, other state or federal agencies, state legislators or members of the private sector including nonprofit organizations and neighborhood groups, developers, bankers and individual property owners.

Implementation steering committee

In 1997, a steering committee was established to monitor implementation of that plan over the past five years. It was chaired by SHPO and included representatives from the Department of Natural Resources= Division of State Parks and several entities that shared in the mission of historic preservation and were committed to implementation of the 1997 plan.

Once again, an implementation steering committee should be formed to coordinate the

implementation of the 2004 plan. Chaired by SHPO, the committee should include representatives from the DNR=s Outreach and Assistance Center, the Missouri Advisory Council on Historic Preservation, Missouri Preservation, the Missouri Main Street Program, the Missouri Downtown Association, the Missouri Archaeological Society, local governments, the Department of Economic Development and academia. Its primary role should be to provide general oversight, encourage communication among partners and develop strategies for involving additional partners. The committee should meet annually, develop procedures for involving the public and issue a progress report that would be made available through the SHPO Web page. The committee should oversee the drafting and distribution of the public-opinion survey in 2008 and ensure that the survey includes a needs assessment which can serve as the basis for the next preservation plan. Under the committee's leadership, formal development of the next 5-year plan should begin in 2008.

GOALS, OBJECTIVES AND ACTION PLANS

Goal 1: Increase Public Understanding, Appreciation and Support for the Value of Historic Preservation.

Background

An appreciation for Missouri's heritage is necessary if historic and cultural resources are to be preserved for future generations. Heritage education is the basic link that awakens awareness, makes the preservation ethic meaningful and ultimately draws support for historic preservation.

Learning about Missouri's history and the visual remains of the past is especially important during the formative years from kindergarten through grade 12 if future generations are to understand, respect and feel part of their community. Teachers need to make better use of local historic and cultural resources as teaching tools to supplement classroom curriculum. Activities such as touring historic buildings, participating in surveys and engaging in artifact evaluations can be creative and fun experiences that teach children about the people and events that shaped Missouri's past and explain why things are as they are in the present.

Heritage education should, however, continue throughout life. The general public needs to be provided with basic preservation information that is comprehensive, understandable and readily accessible to diverse groups. It is also important to make instruction available in the philosophy, methods and techniques of preservation for individuals involved directly in preservation projects. Owners of historic properties, architects, developers, planners, development staff members, engineers, designers and craftsmen need to be given information and training so that they understand the preservation ethic and the overall goals of restoration and rehabilitation, as well as appropriate treatments for the protection of historic resources. Local organizations and neighborhood groups need workshops, seminars and hands-on activities to help them find technical and financial assistance and learn proper preservation methods.

Advanced education in historic preservation is available in Missouri through the Historic Preservation Program at Southeast Missouri State University in Cape Girardeau, as well as individual courses and advanced degrees in preservation-related fields such as art history, archaeology and architecture which are offered at colleges and universities throughout the state. However, formal training in the documentation, evaluation and protection of historic places needs to be expanded and programs established that would involve students in the practice of preservation professions through field work and internships. Student involvement increases the effectiveness of preservation programs and projects, and graduates help raise the level of professional expertise statewide.

Public officials need to be better informed about the importance of preservation and the benefits it can bring to addressing economic, social and development issues. The successful

implementation of preservation policies and procedures depends on the support of decision makers, users, design professionals and financial leaders. Gaining their support requires ongoing education and advocacy. Consistent communication to specific audiences promoting public/private partnerships is basic to the success of this plan.

GOAL 1: INCREASE PUBLIC UNDERSTANDING, APPRECIATION AND SUPPORT FOR THE VALUE OF HISTORIC PRESERVATION

Objective A: Develop educational and information products and programs highlighting the rich diversity of Missouri's historic resources for a variety of audiences.

ACTION PLAN

1. Distribute basic preservation information utilizing the range of media, including books, publications and videos.
2. Develop and distribute information packets to schools, planners and public officials.
3. Create a speakers bureau consisting of knowledgeable preservationists.
4. Support an annual statewide preservation conference appealing to a broad range of interests.
5. Encourage the inclusion of preservation topics in other statewide conferences that deal with such issues as economic development, downtown revitalization and environmental concerns.
6. Participate in local “event days”; distribute preservation information and offer interactive activities.
7. Stage highly visible preservation demonstration projects.
8. Design and promote workshops on post-World War II development targeting preservationists, local officials and developers to generate an appreciation for resources from the recent past.
9. Develop a training program for farmers and ranchers in basic appreciation for and management of historic resources. Work with the agencies that deliver farm services, such as state and county Farm Service Agency staff, University of Missouri School of Agriculture, University Extension Service, Conservation and Agriculture departments.

Objective B: Encourage and assist grass roots preservation planning and activities.

ACTION PLAN

1. Establish a statewide preservation clearinghouse to gather and disseminate information on current preservation resources; available services, funding and incentives, and case studies that illustrate “best practices”, road blocks and success stories.
2. Publicize neighborhood/local resources, through photos, publications, newspaper articles, and TV and radio public service announcements. Work with neighborhood organizations for outreach and to identify local goals and partners.
3. Develop a “How to Promote Preservation in Your Town” manual; distribute the manual online and in hard copy. Provide a format for TV and radio spot announcements.
4. Publish a statewide directory of craftsmen who have skills related to the repair and maintenance of older structures.
5. Publicize SHPO services and information available on the SHPO Web page.
6. Provide grant application training sessions with an emphasis on assisting first-time applicants and new staff. Training should include explanation of criteria for evaluation of projects in awarding grants and the system of monitoring grant awards.

Objective C: Spotlight local preservation activities and needs.

ACTION PLAN

1. Celebrate Missouri's successful preservation projects through highly visible statewide and local award ceremonies, local press coverage and Web page information.
2. Create and publish statewide and local “most endangered” lists that identify threatened resources.
3. Learn from preservation setbacks and use the knowledge gained to develop case studies that show how different outcomes might have been achieved.

Objective D: Inform the public about the archaeological resources that bear witness to the continuum of Missouri history.

ACTION PLAN

1. Support public awareness activities such as Missouri Archaeology Month and the Archaeology Challenge educational competition.
2. Publish appropriate educational material and publicize the importance of archaeology to

encourage archaeology programs in elementary and secondary schools.

3. Through universities offering archaeology courses, publicize opportunities for volunteer participation in archaeology “digs”.

Objective E: Incorporate historic preservation information into the curriculum of elementary and secondary schools.

ACTION PLAN

1. Increase the number of “How to Teach with Missouri’s Historic Places” workshops offered to primary and secondary teachers.
2. Develop and publish educational materials designed to maximize student participation in preservation activities, including a format for hands-on projects, site visits and reenactments.
3. Tie into environmental programs such as the LEEDS (Leadership in Energy and Environmental Design) program of the Green Building Council.
4. Encourage students to research and write about local historic places. Seek means to publish and publicize their work.
5. Encourage instruction in preservation techniques in high school industrial arts and/or vocational training programs.

Objective F: Offer specialized training to professionals, government officials and the general public.

ACTION PLAN

1. Expand historic preservation programs in Missouri’s universities and colleges.
 - a. Increase the number of archaeology field work opportunities at Missouri sites.
 - b. Advocate for all state universities to offer courses in the preservation of Missouri’s historic and cultural resources.
 - c. Organize a consortium of private colleges throughout Missouri to offer historic preservation courses to traditional and non-traditional students.
 - d. Utilize the talent and skills of students through internships and participation in local preservation projects.

2. Develop a series of introductory workshops that local groups can use to target attendance by policy makers and persons not affiliated with preservation activity. Topics should include general introduction to preservation, description of local resources, economic benefits of preservation and related hands-on activities.
3. Provide specialized information and training programs for craftsmen and do-it-yourselfers.
 - a. Use a broad range of professionals and skilled individuals to promote hands-on preservation workshops for persons interested in developing preservation skills.
 - b. Encourage preservation internships and apprentice training in preservation-related building crafts.
 - c. Issue guidelines for solving rehabilitation issues including lead paint abatement, asbestos disposal, and presence of other hazardous materials, and recommendations for structuring local building codes to accommodate historic elements in older buildings.
4. Provide training seminars for professions in fields related to preservation.
 - a. Offer workshops and training for archaeologists, architects and historians to share expertise with archivists and conservators.
 - b. Partner historic preservation professionals with archaeologists, architects and historians to more effectively evaluate, protect and interpret cultural and heritage resources.

Goal 2: Strengthen and Enhance Historic Preservation as an Economic Development Tool.

Background

Only recently have Missourians begun to view historic buildings as economic resources and think about the economic impact historic preservation can have on their communities. Yet data clearly shows that historic preservation can promote tourism, create jobs, stimulate economic development, and bolster downtown revitalization and neighborhood redevelopment. Economic benefits studies, both nationally and locally, have shown that historic preservation is a sound fiscal policy and a cost-effective component in planning strategies.

Preservationists can use the economic benefits of rehabilitation and tourism to help develop working relationships with decision-makers at every level and to incorporate historic preservation into policies and practices. In the same way, economics-based discussions can promote more financial support for the agencies and organizations that provide preservation services.

This plan recommends specific actions that can maximize the opportunities to save Missouri's historic resources. The first step is to talk with decision makers and gain their cooperation. For those discussions, the Rutgers study *Economic Impacts of Historic Preservation in Missouri* provides the language they understand-- hard economic numbers that demonstrate the benefits of preservation. The more widely distributed the data, the more effectively it will serve to enlist new partners to expand preservation activity. Targeting local leaders is of utmost importance since most of the activity that protects historic resources occurs at the local level.

Tourism has become one of the three largest industries in Missouri, and among the major attractions for visitors are the towns and sites associated with the history of the state. More and more people who travel want to learn about and experience the past. Battlefields, the homes of important people, charming tree-lined streets and nostalgic town squares, scenic vistas and century-old farmsteads are among the magnets that draw visitors. Opportunities abound to tap into the growing heritage tourism industry.

The Rutgers study data positively supports historic preservation as one of the most effective tools in rehabilitating neighborhoods and revitalizing downtowns. Already, the Missouri Main Street Program approach has made "bricks and mortar" historic preservation synonymous with local economic invigoration and there are indications that historic rehabilitation spurs other construction activity in the community. Missouri should give more support to the Main Street Program and encourage expansion into urban neighborhoods.

In every aspect of historic preservation efforts, strong partnerships are the key to success. Economic benefits are a means of gaining the interest, support and cooperation of partners who are not already committed. Those in both the public and private sectors who are concerned about

economic development and business growth are potential allies. Preservationists should use discussions about the economic benefits of preservation to bring them on board.

Often, providing financial assistance and easing the tax burden can make the difference between saving or losing a historic building. The Missouri Historic Preservation Tax Credit has proven to be one of the most effective tools in the nation for stimulating certified rehabilitation and driving the revitalization of cities and towns. Economic incentives should be encouraged and innovative sources of funding sought for preservation activities and for the agencies and organizations that support them.

GOAL 2: STRENGTHEN AND ENHANCE HISTORIC PRESERVATION AS AN ECONOMIC DEVELOPMENT TOOL.

Objective A: Document and publicize economic benefits of historic preservation.

ACTION PLAN

1. Continue to track, record and update the data in Rutgers University's 2001 study *Economic Impacts of Historic Preservation in Missouri*, using gathered data as measures of preservation's impact on jobs, businesses, property values, public revenues and quality of life.
2. Collect data and case studies that document the dollar savings of redevelopment versus new development, increases in property tax and property values following rehabilitation, and neighborhood improvement. Distribute data widely, targeting legislators, public officials, local government staff, realtors, bankers, contractors and owners of historic properties.
3. Use statistics on the economic benefits of preservation and detailed case study materials highlighting successful preservation projects to encourage local historic preservation efforts and gain legislative support for statewide incentives and funding.
4. Seek out and participate in statewide and local conferences that present opportunities to describe the economic benefits of preservation and encourage the use of available incentives. Assist in publicizing such conferences to increase attendance and target non-traditional preservation partners.
5. Link preservation to land use and environmental issues documenting the savings available to communities through the re-use of existing infrastructure versus new development. Document the cost of expanded services such as increased fire and police protection, sewer and water extensions, utility extensions (e.g. phone, electric, gas), new streets and lighting that are required when development spreads into a larger area.
6. Document the public costs of unused buildings.

Objective B: Use information on the economic benefits of preservation to stimulate local preservation efforts.

ACTION PLAN

1. Encourage and educate preservationists at the local level to consider profit and marketability, tax resources, community benefits, sustainability of businesses, cost of vacant buildings and social costs.
2. Create a clearinghouse to market historic buildings and provide information about historic preservation financial tools such as grants and tax incentives that can aid in the renovation of these properties.
3. Sponsor workshops dealing with such topics as the economic benefits of preservation, use of tax incentives and ways to promote local tourism. Target local government officials, local planning and economic development staff, developers, businesses and community leaders.
4. Maximize the opportunities for downtown redevelopment afforded by the Governor's executive order to prioritize locating state offices in older downtown buildings.

Objective C: Promote heritage tourism as a means of resource protection and economic development.

ACTION PLAN

1. Encourage and promote sustainable heritage tourism activities in the state.
 - a. Create heritage areas and develop tours and itineraries around common themes such as German heritage, French colonial history, history of agriculture and the frontier era.
 - b. Combine tours of cultural heritage sites with scenic vistas and outdoor recreation opportunities.
 - c. Work with local communities to tie into statewide themes.
2. Train local tour guides to incorporate cultural and historic resources into regional day-trip itineraries.
3. Take advantage of local “heritage days” events to promote preservation.
4. Develop heritage travel itineraries for the SHPO and state tourism Web pages.

5. Expand development and promote usage of effective roadside signage highlighting nearby historic and cultural resources.
6. Use data on the economic benefits of heritage tourism as means of fostering local historic preservation activities.

Objective D: Strengthen cooperation between historic preservation and economic development agencies and the private sector.

ACTION PLAN

1. Explore ways to foster greater cooperation and interaction between SHPO and the Department of Economic Development (DED)
 - a. Catalogue and publicize the various community development programs that could aid preservation activities.
 - b. Partner with the Division of Tourism and the Missouri Humanities Council to maximize cultural tourism opportunities.
 - c. Continue cooperation with DED's community development staff to encourage wider use of the investment tax credits.
 - d. Include historic preservation topics and speakers in DED-sponsored conferences.
2. Expand the scope of Missouri's Main Street Program and ensure adequate support services for participating communities.
3. Explore ways to foster historic preservation through utilization of various state and federal programs such as brownfields cleanup, low income housing and senior services.
4. Develop and encourage partnerships with the banking and corporate community to increase their participation in and funding of rehabilitation projects.

Objective E: Provide economic incentives to facilitate successful preservation efforts.

ACTION PLAN

1. Promote and expand the use of the state preservation tax credit throughout the state.
2. Broaden criteria of existing state programs such as the state treasurer's Linked Deposit Program and the Department of Economic Development's Neighborhood Assistance Program to include preservation projects.

3. Link historic preservation to Enterprise Zone Program Credits or establish distinct Historic Preservation Enterprise Zones with ability to offer similar incentives. Explore the possibility of establishing a tax credit re-investment zone.
4. Develop a public-private partnership with local banks to provide low-interest loans for historic rehabilitation.
5. Explore enabling legislation to encourage local governments to delay increases in property tax on rehabilitated structures and allowing property taxes to be frozen at pre-rehab levels.
6. Promote incentives such as landscape conservation easements to protect archaeological sites, farms and scenic vistas.
7. Encourage county governments to institute a tax on mortgage filings to be used to fund local rehabilitation grant or loan programs.

Objective F: Increase funding for preservation services, grants and loans program.

ACTION PLAN

1. Use Revolving Funds to facilitate rehabilitation projects.
 - a. Advocate full funding appropriations annually for the State Historic Preservation Revolving Fund to ensure its being adequately capitalized.
 - b. Encourage legislative action to allow the State Revolving Fund to make grants and to capitalize local preservation revolving funds.
 - c. Provide technical assistance to local government officials and private groups to plan, establish and manage local revolving funds.
2. Advocate for state funding for historic preservation grants and for increased funding to the SHPO to allow more federal Historic Preservation Fund grants to be passed through as sub-grants to local groups, governments and individuals.
3. Explore opportunities for innovative funding such as a tax on demolitions of historic properties, a tax on deed filing and the dedication of \$.01 of the hotel/motel bed tax for preservation purposes.
4. Utilize inter-agency staffing arrangements, such as provision by MoDOT of a cultural resource professional to the SHPO to work on non-conflicting Section 106 reviews.

5. Seek new funding sources for technology improvements such as grants from the National Center for Preservation Technology, Transportation Enhancement funding or other cooperative funding ventures with agencies having common interests.
6. Acquire federal funding to assess brownfields and hazardous materials in historic areas.
7. Establish relationships with foundations, civic associations and other donor institutions to expand the funding base for preservation organizations and activities.
8. Seek a dedicated funding source for the SHPO to ensure adequate staffing to carry out programmatic responsibilities.

Goal 3: Accelerate the Identification, Evaluation and Protection of Missouri's Historic, Cultural and Archaeological Resources.

Background

The first step in any preservation program is the identification and evaluation of historic resources within the area. Ongoing surveys determine the number, location and importance of resources above and below ground. This information can protect significant resources from demolition or alteration, guide planning and development, alert developers to buried resources and allow property owners to take advantage of various incentive programs.

While Missouri's inventory of surveyed historic resources includes approximately 350,000 properties and covers all 114 counties in the state, this figure represents only a fraction of the existing historic sites and structures in the state. Many of the current surveys contain minimal information that needs to be updated and expanded. Similarly, very few of the archaeological sites in Missouri have been identified and the data concerning them is often inaccurate and incomplete. In order to update and maintain the state's archaeology archives and make them accessible to qualified researchers, a new system for recording archaeology sites and surveys is needed. This system would build on the Missouri Archaeology Survey, begun in the 1930s by the Archaeology Society of Missouri. Statewide, attention should also be given to expanding archaeology research and to improving the curation, management and interpretation of archaeological artifacts now housed in venues scattered throughout the state.

Learning About History through Archaeology

Until the mid-20th century, literacy, and hence the written record of human history, was in the hands of the few. Archaeology is the best means available to learn about the lives of the vast majority of the people who have populated Missouri -- the culture of Native Americans; the contributions of enslaved Africans; the conditions of women and children, and the lifestyles of most of the lower and middle classes of our society. Combining the knowledge gained from archaeological research with recorded history provides a fuller understanding of Missouri's past.

As in all areas of historic preservation, successful investigation and protection of archaeological sites depends on the collaboration of many partners. Significant efforts on the part of professional archaeologists, other state agencies, university faculties and related historic interest groups will be required to ensure success.

Broadening the Scope of Historic Preservation

Historic preservation has broadened its focus from preservation of individual landmarks to the preservation of entire districts and landscapes that reflect the interaction of humans and the land. Buildings constructed in the middle of the 20th century, neighborhood streetscapes, transportation corridors, farms and ranches need to be recognized and documented. Finally, if

preservation in Missouri is to accurately reflect the roles of ethnic minorities, women and working classes, it must identify, save and interpret the places that are significant to all socioeconomic and ethnic groups -- places that represent the many countries, classes and ethnic backgrounds of the people who settled and developed the state.

African-American Historic Preservation

Throughout much of Missouri's history, African-Americans constituted a significant portion of the state's population, yet relatively few of the historic buildings associated with the African-American experience have been identified and evaluated. A handful of historic buildings directly connected to prominent African-American figures such as Scott Joplin and Blind Boone are exceptions. Because African-American landmark structures were often small, vernacular buildings and house types, such as shotgun and hall-parlor houses, they have not been well documented in existing surveys.

As with prehistoric Native Americans, immigrant workers, and the wives and children of early settlers, the built environment may never fully reflect the range of the African-American history in Missouri. Today few historic African-American rural structures remain, and historic urban centers of African-American life are fast disappearing through deterioration or redevelopment. We lack knowledge about distinctive African-American landscape traditions that have strong cultural associations and symbolic meanings rather than visual aesthetics. Exciting archaeological research, however, has begun and promises to provide information about this aspect of the past that is inaccessible through any other means. More comprehensive surveys of extant examples of African-American historic buildings and expanded archaeological surveys in these areas are urgently needed.

Small Town, Rural and Landscape Preservation

Historically, Missouri has been a predominantly rural state, yet rural historic resources have not been well documented. Missouri's historic farmhouses and barns are being lost at an alarming rate. Historic farmsteads with their field systems, woodlands, fences and dirt roadways are also quickly disappearing. Large tracts of former agricultural countryside are being reshaped through mechanized agriculture and development. Similarly, historic landscapes, including urban parks, courthouse squares, neighborhood streetscapes, and country vistas and roadways have been overlooked in historic surveys and evaluations. Landscaping at institutions like college campuses and state parks and domestic landscaping, whether formal gardens or simple house yards, are other types of historic properties that have received little attention in Missouri. If the sweep of Missouri history is to be understood and appreciated, the state's vision of historic preservation will need to be expanded into these areas that heretofore remained unrecognized and poorly documented.

The small towns that historically served Missouri's rural population are also at risk. Shifts in population, improved transportation links to larger urban areas and changing shopping patterns have eroded the traditional economic role these communities played. Some rural Missouri

communities have experienced significant declines in population while other small town communities--particularly those located near large metropolitan areas--are experiencing a loss of historic character due to development pressures. All too often, economic and preservation tools and expertise available in larger communities are simply not available or not applicable to conditions in small towns. The historic resources of Missouri's small towns warrant ongoing attention from the preservation community.

GOAL 3: ACCELERATE THE IDENTIFICATION, EVALUATION AND PROTECTION OF MISSOURI'S HISTORIC, CULTURAL AND ARCHAEOLOGICAL RESOURCES.

Objective A: Increase the number of architectural properties surveyed.

ACTION PLAN

1. Focus surveys in areas not yet inventoried, poorly known areas and areas with high potential for resource loss.
2. Give surveys priority in allocating grants and other financial assistance.
3. Provide technical assistance to counties and towns interested in comprehensive architectural or archaeological surveys.
4. Seek out and train local groups and volunteers to conduct surveys and record cultural resources in their area.
5. Incorporate local survey data into the state inventory.
6. Develop major historic contexts for Missouri (i.e. descriptions of periods, styles or building types that share a common theme, time period or geographic area) that can be universally applied and referenced. Distribute copies to consultants and citizens interested in submitting National Register nominations.
7. Encourage surveys of post-World War II development including subdivisions of starter homes (i.e. small, uniform, often pre-fabricated single family dwellings) and modern commercial facilities like drive-in theaters and restaurants, filling stations, strip malls and motels.
8. Explore ways to utilize local survey information in classroom activities in local schools and universities.

Objective B: Use traditional and innovative methods to assure protection of identified architectural properties.

1. Encourage National Register nominations for all eligible properties, utilizing multiple property and district nominations based on well-defined historic contexts. Encourage nominations of cultural landscapes, farms and archaeological sites. Provide technical assistance as needed.
2. Encourage communities to enact preservation ordinances and to examine and strengthen existing ordinances. Encourage penalties for violations of local laws aimed at protecting historic resources.
3. Examine and recommend changes in existing local and state laws, statutes, and policies that lead to demolition or destruction of historic resources.
4. Promote modifications in local building codes to facilitate rehabilitation while preserving the unique characteristics of historic structures.
5. Seek methods that both accommodate the Americans with Disabilities Act and preserve the character of historic buildings. Publish a guide to those methods for statewide distribution.

Objective C: Increase the scope and rate of archaeological identification and evaluation.

ACTION PLAN

1. Establish and fund a position of state archaeologist within SHPO. Duties of the state archaeologist would include advising the department and private property owners on stewardship of archaeological resources, management of the archaeology database, curation of artifacts, and dissemination of information about the importance of archaeological resources.
2. Ensure that the data related to the archaeological surveys of Missouri are kept current and accessible to all qualified parties, and that artifacts are appropriately cared for in perpetuity.
3. Develop convenient educational materials for para-professional archaeologists and the general public including a factsheet on artifact identification and a training manual to assist volunteers conducting local surveys.
4. Encourage university archaeology departments to pursue field studies within Missouri. Establish and fund archaeological internships.
5. Increase the number of archaeological surveys being undertaken in Missouri.
6. Develop archaeological contexts and encourage the nomination of archaeological sites to

the National Register.

7. Conduct archaeological research at culturally diverse sites.

Objective D: Institute new methods for protection of archaeological sites.

ACTION PLAN

1. Publicize state and federal laws protecting shipwrecks, cemeteries and unmarked human burial sites.
2. Develop methods to protect archaeological sites against looting, development, erosion and other threats.
3. Develop proactive archaeological outreach programs to inform the public about archaeological basics, participate in educational seminars and conferences. Provide technical assistance to site stewards and promote protection of archaeological sites on privately owned land.
4. Train local officials, informing them about archaeological sites in their area so that they can make sound decisions on the local level.
5. Develop and advocate state legislation which would mirror the National Historic Preservation Act Section 106, requiring a review of any project that involves state funding, permitting or regulation.
6. Encourage legislation that would protect archaeological sites on public land.

Objective C: Increase the identification, evaluation and protection of historic resources associated with the diverse ethnic and cultural groups that have contributed to the history of Missouri.

ACTION PLAN

1. Form working relationships with diverse cultural groups in order to expand recognition of their contributions to Missouri's heritage.
2. Encourage local minority groups to participate in preservation activities in their communities, involving people of all ethnic and cultural backgrounds as stewards and partners.
3. Develop programs that recognize and encourage cultural diversity.
4. Provide preservation services such as preservation tax incentives and community

development programs to inner city neighborhoods and culturally diverse communities as a means of promoting revitalization.

5. Identify and protect places important to all socioeconomic and ethnic groups in order to accurately reflect the contributions of minorities, women and the working classes.

Objective D: Promote the preservation of rural and small town resources.

ACTION PLAN

1. Encourage farmers, ranchers and small town property owners to preserve historic and cultural resources on their property and in their communities.
2. Develop educational programs, such as brochures and training manual that promote awareness of rural and small town resources, contain instructions for gathering information about rural and small town history and historic buildings, and promote techniques for management of rural cultural landscapes. Distribute these materials to farmers, ranchers, small town property owners and the institutional and agency staffs which serve them.

Objective E: Increase the preservation of significant urban, rural and small town historic landscapes.

ACTION PLAN

1. Develop contexts for urban, rural and small town historic landscapes.
2. Encourage survey of urban, rural and small town historic landscapes.
3. Encourage nomination of historic urban and rural landscapes to the National Register of Historic Places.

Goal 4: Enhance Cooperation and Partnerships Among Government Entities, Institutions and The Private Sector.

Background

Throughout Missouri, preservationists are already at work organizing events, managing historic buildings and educating the public. Individuals -- property owners, businessmen and concerned citizens -- nonprofit organizations, academicians, architects, historians, archaeologists, museums, historical societies, chambers of commerce, municipal and county governments, national historic preservation organizations and federal and state agencies are already engaged in preserving elements in the state's historic character. Together, these groups make up Missouri's preservation community. In many cases, partnerships such as the one between local preservation commissions and the State Historic Preservation Office and that between the Missouri Alliance for Historic Preservation and the National Trust have already formed. However, if Missouri is to accomplish the preservation goals set forth in this plan, such partnerships need to be strengthened and expanded.

Each preservation group possesses unique experience and expertise; all have different strengths that should be recognized and coordinated. Cooperation leads to greater results. Preservationists can generate a greater impact by pooling disparate abilities. Private organizations can engage in advocacy and fundraising, while public agencies provide services and enforce laws and policies. Planning and working together makes the most of everyone's contribution and unifies the skills, knowledge and energies needed to get the job done.

At the same time, it is imperative to enlist the support and cooperation of elected officials at both the local and state level and to incorporate non-traditional partners that affect historic resources. Preservationists must reach out to people with financial expertise and technical skills, neighborhood associations and diverse ethnic groups, realtors and developers, bankers and planners. Consistent advocacy for policies and practices that promote preservation along with delivery of educational materials and programs that target decision makers are essential in order to build public/private preservation partnerships.

Solid partnerships and links between the private, public and nonprofit sectors are central to the success of this plan. Through cooperative planning and coordinated action Missouri preservationists can maximize their investments of time and dollars and be most effective.

GOAL 4: ENHANCE COOPERATION AND PARTNERSHIPS AMONG GOVERNMENT ENTITIES, INSTITUTIONS AND THE PRIVATE SECTOR

Objective A: Promote communication and interaction with and among state and federal agencies

ACTION PLAN

1. Strengthen cooperation between state and federal agencies that have cultural resource concerns by developing interagency memoranda of agreement on cultural resource management and training.
2. Incorporate preservation into established programs and incentives for economic development and environmental protection.
3. Utilize shared newsletters, mailing lists, fax trees, Web site links, and other communications tools in order to enhance the exchange of information and network more effectively.
4. Promote collaboration on continuing education and training programs and utilize the personnel and information resources of federal agencies in planning them.
5. Distribute preservation information through Missouri DNR's Division of State Parks outlets. Encourage staff at state historic sites to participate in local preservation activities in their area.
6. Increase participation in the Missouri Main Street Program. Collaborate in conducting training workshops, conferences and site visits.

Objective B: Strengthen support for preservation activities by local governments and encourage interaction and cooperation among local governments.

ACTION PLAN

1. Increase assistance to certified local governments by providing frequent local public forums to interact with SHPO staff, Main Street Program staff, preservation commissions, city planners, economic development staff and elected officials.
2. Develop and update a CLG training manual/handbook including such information as model preservation ordinances, information on establishing local revolving funds, developing and using design guidelines and strategies for neighborhood revitalization.
3. Facilitate networking among preservation commissions by continuing annual commission forums.

4. Encourage the use of local and state Web pages and develop an interactive Web site whereby CLGs can share information about resources, best practices and rehabilitation projects in progress.

Objective C: Enhance relationships among established preservation partners to increase preservation efforts and develop working relationships with new partners in the private sector to expand the Missouri preservation network.

ACTION PLAN

1. Network more effectively with national preservation partners such as the National Trust for Historic Preservation and Preservation Action.
2. Strengthen and increase support of Missouri Preservation, Missouri's statewide not-for-profit preservation organization.
3. Partner with colleges and universities to expand historic preservation programs, increase archaeological research within the state and establish permanent internship programs.
4. Establish working relationships with local not-for-profits such as local preservation organizations, neighborhood groups, downtown revitalization groups, and local historical societies.
5. Coordinate an annual meeting of preservation leaders from all parts of Missouri to identify priorities for the coming year.
6. Develop more effective partnerships among and between organizations such as Missouri Preservation, Missouri Folklore Society, Missouri Arts Council, Missouri Humanities Council, Missouri Historical Society, State Historical Society of Missouri and county historical societies.
7. Expand preservation outreach and communication efforts to state associations that have the potential to impact historic preservation efforts, including the Missouri Municipal League, Missouri Bankers Association and Missouri Association of Realtors.
8. Develop new partnerships with chambers of commerce, local realtors, bankers, public accountants, homebuilders and developers.
9. Encourage related professionals such as architects, engineers and realtors to include preservation issues in their continuing education courses.
10. Develop partnerships with museums and local history centers to distribute preservation information and encourage preservation of buildings, neighborhoods and historic sites.

11. Encourage landowners and local governments to protect cultural landscapes that reflect the interaction of humans and the land, such as parks, farms and ranches, and transportation corridors.

Objective D: Develop effective advocacy mechanisms.

ACTION PLAN

1. Create a clearinghouse to distill preservation information in order to identify issues and develop legislative agendas.
2. Utilize the Internet to obtain information on legislative activity that could impact funding, incentives, real estate, zoning or other preservation-related issues.
3. Strengthen historic preservation leadership throughout Missouri and build a strong preservation constituency to advocate historic preservation and to impact policy decisions.
4. Educate candidates for public office on historic preservation issues.
5. Support the public policy committees of the Missouri Advisory Council on Historic Preservation and the Missouri Alliance for Historic Preservation in state level and grassroots advocacy efforts.

Objective E: Establish preservation services in state agency regional offices.

ACTION PLAN

1. Advocate stationing preservation staff at DNR regional offices to facilitate delivery of SHPO services and public access to preservation programs.
2. Encourage Division of State Parks' staff at state historic sites to engage in outreach and participate in preservation activities in their area.

Goal 5: Integrate Historic Preservation Strategies Into Policy, Planning, And Routine Procedures At All Levels Of Missouri Government: Local, Regional And State.

Background

Preservation efforts can be seen as a mosaic with actions and activities taking place at the local, state and federal levels. Governmental bodies on each of these levels play unique roles in carrying out their preservation responsibilities.

The Role of the Federal Government

With passage of the National Historic Preservation Act of 1966 and the Archaeological Resources Protection Act, the federal government acknowledged the importance of protecting the cultural resources that reflect our national heritage and made a commitment to fostering the understanding, preservation and appreciation of them. The educational programs, technical assistance, tax incentives and funding provided by the federal government have been critical to preservation in Missouri.

While direct funding for state historic preservation offices has diminished, the federal government's commitment to historic preservation has broadened, taking the form of a myriad of programs across the range of federal agencies. For example, the National Park Service administers the National Register of Historic Places and the Historic Preservation Fund, publishes and distributes technical information about preservation and acts as steward of federally--owned historic properties. In addition, the Secretary of the Interior's Guidelines for the Rehabilitation of Historic Buildings is the standard for all certified historic preservation activity in the nation. The Advisory Council on Historic Preservation ensures that federal agencies take into account the effect their actions will have on historic properties as part of Section 106 review. The Internal Revenue Service allows investors to receive a tax credit on the rehabilitation of historic property, and the Department of Housing and Urban Development, through programs such as Community Development Block Grants, HOME and HOPE, provides substantial funding that can be used for rehabilitation and redevelopment in historic neighborhoods. The U.S. Forest Service surveys, manages and interprets historic and archaeological resources on its land, and the Department of Defense has instituted the Legacy Program to preserve historic resources located on military bases. The U.S. Department of Transportation's enhancement Grants have benefited preservation projects across the country, as have NPS's Save America's Treasures grants, a program begun in 1999.

The Role of State Government

States can provide communities with the information and tools needed to preserve the historic resources in their areas. State enabling laws empower local governments to pass ordinances that

protect historic resources from demolition, regulate proposed changes to historic buildings and districts, and enable local planning and zoning. State easement laws for historic preservation and conservation can protect natural and historic resources.

Of greatest importance is state funding for historic preservation projects and staff. Competition for public dollars is always intense; therefore preservationists must demonstrate how historic preservation benefits communities and assists recognized goals such as job creation, economic development, neighborhood revitalization and state revenues. In response, state officials can legislate tax incentives, establish funds for grants and loans, and provide financial support for educational programs and a professional SHPO staff.

Over time, the state of Missouri has demonstrated solid support for historic preservation. The state passed the first State Historic Preservation Act in the country; the legislature established and funded a state revolving fund and created a landmark state historic preservation tax credit. In addition, the state offers numerous financial and technical assistance programs available to local governments, organizations and individuals through the departments of Natural Resources and Economic Development. The state maintains 34 historic sites through the Division of State Parks. The Missouri State Archives and the Local Records Preservation Program were established to save original historic documents and records. Need, however, outpaces provision, and the state's elected officials should be encouraged to continue support for preservation incentives, pass legislation that would increase protection of historic resources and increase funding for existing preservation programs.

The Role of Local Governments

Historic preservation began as a grassroots movement focused on local resources, and action at the local level is still the pivotal factor in the success of Missouri's preservation program. The state looks to local governments and their constituents as the most effective partners in carrying out a statewide plan for preservation. Local land use controls can support not only preservation of historic buildings, but also preservation of cultural landscapes and archaeological sites. County and municipal officials are in a unique position to deter or to facilitate historic preservation objectives. In fact, municipal and county governments are the only governments empowered to directly protect privately owned historic property. Flexible building and zoning codes can safeguard the character of historic neighborhoods experiencing redevelopment and ensure the integrity of historic buildings scheduled for rehabilitation. Local grant-funded programs, revolving funds and technical assistance can promote maintenance and repair of historic structures. Property tax abatement, if permitted by state enabling legislation can increase voluntary use of appropriate rehabilitation techniques. Small towns are in particular need of expertise and advice to make preservation techniques more understandable and user-friendly.

In big cities and small towns alike, residential and commercial real estate markets are often decimated when the community's economic base changes or its social structure and population shifts. Homes drop in value, rents decline, and, as shopping patterns change, commercial corridors lose their vitality. The loss of business and tax revenues can lead to the deterioration of

city services and inadequately funded schools, causing even more population loss. If left unattended, the result can be vacant houses, empty storefronts and abandoned and deteriorating buildings. Preservation can play an important role in a strategic plan aimed at revitalizing such neighborhoods, stimulating investment and redevelopment, and rekindling confidence. Throughout this plan, actions are recommended that can help local preservationists, businesses and organizations, and local elected officials and staff to preserve the neighborhoods that define the community and give its citizens their unique sense of place.

Because of their influential positions, it is essential that local officials know about and understand the values and benefits of historic preservation. State-sponsored training and provision of technical materials to elected officials, planning, building and zoning staffs, inspectors and commissioners will facilitate local governments becoming full partners in Missouri's preservation vision.

GOAL 5: INTEGRATE HISTORIC PRESERVATION STRATEGIES INTO POLICY, PLANNING AND ROUTINE PROCEDURES AT ALL LEVELS OF MISSOURI GOVERNMENT: LOCAL, REGIONAL AND STATE.

Objective A: Strive to make preservation a state government priority linking historic preservation to sustainable growth, environmentally sound policies and economic development.

ACTION PLAN

1. Encourage use of the executive order directing state agencies to locate in local historic downtown properties, and ensure that renovations protect the historic character of these resources.
2. Encourage historic preservation as a priority element in state economic development and community rehabilitation policy. Create redevelopment enterprise zones for areas with significant historic resources.
3. Promote preservation as part of effective land-use planning. Publicize the environmental advantages of rehabilitation over new construction and the rehabilitation of existing building stock as a cost-effective alternative to suburban sprawl.
4. Encourage issuance of an executive order and passage of state legislation to protect cultural landscapes such as scenic byways and rivers, farms and parks.
5. Develop and promote adoption of a statewide building code with guidelines for special regulations that would accommodate the integrity and character of historic buildings.

Objective B: Integrate preservation into local government policy, strengthen support and increase activity at local level.

ACTION PLAN

1. Support local efforts to identify historic architectural and archaeological resources.
2. Encourage flexibility in local building codes to accommodate the preservation of the character of historic buildings.
3. Promote the creation of local redevelopment teams to assist owners and developers of proposed rehabilitation projects in obtaining the necessary local permits and approvals and to make them aware of local incentive programs.
4. Develop local partnerships between preservation groups, Chambers of Commerce, Main Street organizations, realtors, bankers, homebuilders, city managers, planners and economic development staff.
5. Encourage greater local government commitment to preservation of historic resources in the area by informing local elected officials and government staff about the economic and environmental benefits of preservation.
6. Train preservation commissions to work cooperatively and effectively with local planning and zoning boards.
7. Disseminate information on local history and resources to make preservation relevant to the community.
8. Establish local preservation awards as incentives to stimulate further preservation efforts.
9. Integrate existing community resources and bring together groups with similar interests. Enlist local historical societies to advocate for preservation and to volunteer to participate in preservation activities.
10. Actively seek development of new certified local governments.
11. Form partnerships between government officials and private groups to establish and manage local revolving funds.
12. Encourage communities to adopt strategic plans for revitalization that include preservation as a priority. Support this effort by urging cities to invest in redevelopment areas by providing lighting, street improvement, and landscaping. Use neighborhood groups for outreach and support.

Goal 6: Improve The Delivery Of Historic Preservation Services To Include Innovative Technologies And An Expanded Information Network.

Background

Government agencies and non-profit organizations alike face the challenge of informing the public about their services that can assist preservation efforts and facilitate access to those services. Through revolutionary techniques made possible by computer technology, delivery of services is faster and more efficient than ever and vast stores of information are only a click of a button away.

Since 1997, SHPO has taken giant strides toward computerization. It has instituted two computerized systems for storing archival data: the Cultural Resource Inventory System (CRIS) and the Geographic Information System (GIS). CRIS records information obtained from local survey forms and national register nominations; GIS, the most sophisticated data mapping system available at this time, enables large amounts of resource information to be stored in the form of maps, charts and tables. In addition, SHPO has developed a Web page with links to major historic preservation Web sites nationwide. While these tools represent significant progress over the past five years, challenges remain.

While the SHPO has made progress in integrating technology into its operations through the development of the CRIS and GIS systems and through the development of its Web site, much remains to be done. Indeed, the use of computer technology should extend to the entire preservation community in Missouri. Computerization means improved and increased information, more effective execution of programs and more options for communication. Non-profits, small towns and rural communities should develop technology-based tools such as e-mail and Web sites to send and receive messages, announce programs, events and activities, and describe local resources. Everyone interested in preservation should be encouraged to utilize the Internet to share and research information, learn how other communities address preservation issues and seek assistance.

GOAL 6: IMPROVE THE DELIVERY OF HISTORIC PRESERVATION SERVICES TO INCLUDE INNOVATIVE TECHNOLOGIES AND AN EXPANDED INFORMATION NETWORK.

Objective A: Utilize technology to improve public access to historic preservation information.

ACTION PLAN

1. Ensure that the computerized cultural resource database systems are maintained and

updated on a routine basis.

2. Use convenient computer formats in addition to archival storage mediums, to record data and disseminate information. These formats should be updated, accessible by the general public and compatible with those used by other agencies and municipalities.
3. Schedule workshops on electronic technology and its potential uses in cultural resource management at the annual statewide preservation conference.

Objective B: Expand preservation Web pages to include resources and hyperlinks for both general public and cultural resource professionals.

ACTION PLAN

1. Provide information on technical resources available statewide through individuals, private organizations and government agencies.
2. Encourage local organizations and governments to develop their own Web sites which would include identification of local resources and other local information.
3. Develop Web links enabling local organizations and CLG representatives to access information about community economic development programs.
4. Continue efforts to link preservation Web pages to other related state agency sites such as tourism, community development and energy conservation. Encourage other preservation partners at the national, state and local level to add a historic preservation link to their home page.
5. Use Web sites to feature local tax rehabilitation projects and develop a "preservation tally" to track the number of buildings saved and returned to use.
6. Create Web pages listing the various public and private resources that assist in funding preservation activities, including rehabilitation and economic development tax incentives, public and private loan programs and donations of in-kind services.
7. Develop interactive "Preservation for Kids" Web pages and links to other existing educational Web sites like CUBE (Center for Understanding the Built Environment).

Objective C: Disseminate historic preservation information and delivery of services through the expansion of advanced technologies such as geographic information systems (GIS), interactive computer programs, and Internet access.

ACTION PLAN

1. Continue development of geographic information systems (GIS).
2. Pursue development of Web-based access to the Cultural Resource Inventory System (CRIS) and the Geographic Information System (GIS).
3. Create interactive and Web-based forms such as Historic Preservation Fund grant applications and the National Register nomination form; include links to register information and directions for use. Provide opportunities through the Web for public and professional input on setting grant priorities.
4. Encourage more data sharing between preservation professionals at the national, state and local level.
5. Use technology to streamline the process of awarding and monitoring historic preservation grants in order to ensure timely project completion.
6. Form a standing advisory council subcommittee to advise the preservation community on technology issues that could affect or benefit cultural resource management.
7. Consult regularly with other state historic preservation offices, the National Park Service and other preservation partners to obtain ideas on how to best use available technology for the preservation of cultural resources.

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